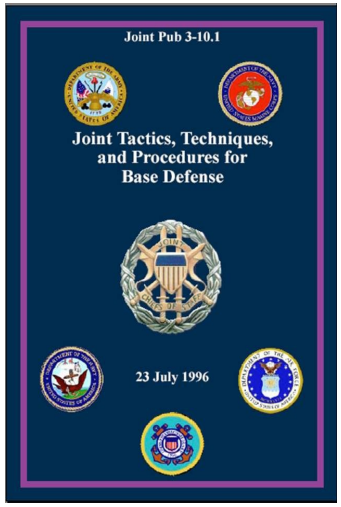
Shore Installation Emergency Management Program

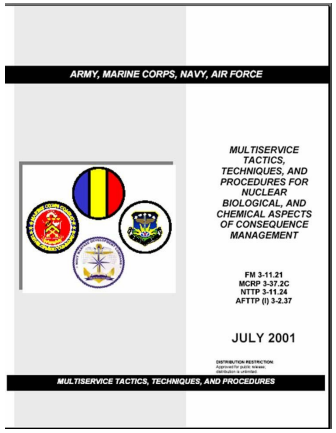
Navy Environmental Health Center Roundtable Discussion

23 March 2004

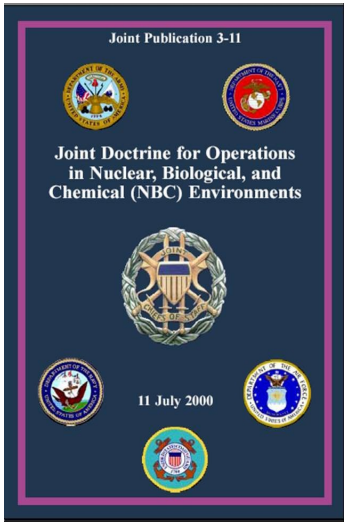
CAPT Ken Alexander, P.E.
Naval Facilities Engineering Comman
ATFP Facilities Officer

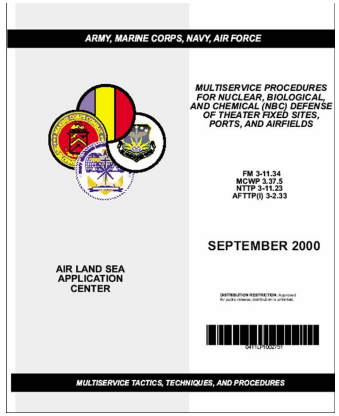
Pre-9/11 Joint Doctrine and Tactics Techniques & Procedures




ARMY, MARINE CORPS, NAVY, AIR FORCE
MULTISERVICE TACTICS, TECHNIQUES, AND PROCEDURES FOR NUCLEAR BIOLOGICAL, AND CHEMICAL ASPECTS OF CONSEQUENCE MANAGEMENT
FM 3-11.21
MCRP 3-37.2C
NTTP 3-11.24
AFTTP (I) 3-2.37
JULY 2001
MULTISERVICE TACTICS, TECHNIQUES, AND PROCEDURES

- ***Joint doctrine addresses Base Defense and Operations in a Chemical, Biological and Nuclear (CBR) Environment***
- ***TTPs establish standards for CBR defense of fixed sites and consequence management for CBR events, <u>including</u> terrorist related***
- ***Capabilities and Requirements for installations <u>never formally defined</u> by Joint Program for Chemical and Biological Defense***


Joint Publication 3-11
Joint Doctrine for Operations in Nuclear, Biological, and Chemical (NBC) Environments
11 July 2000


ARMY, MARINE CORPS, NAVY, AIR FORCE
MULTISERVICE PROCEDURES FOR NUCLEAR, BIOLOGICAL, AND CHEMICAL (NBC) DEFENSE OF THEATER FIXED SITES, PORTS, AND AIRFIELDS
FM 3-11.34
MCWP 3-37.5
NTTP 3-11.23
AFTTP(I) 3-2.33
SEPTEMBER 2000
AIR LAND SEA APPLICATION CENTER
MULTISERVICE TACTICS, TECHNIQUES, AND PROCEDURES

Post 9/11 DoD Policy Takes Shape for CBRNE Defense Preparedness

- **Oct 2001 and May 2002** – OASD(SO/LIC) memos provide further guidance/policy for DoD installation preparedness against chemical, biological, nuclear, radiological and high yield explosive (CBRNE) weapons
- **Sep 2002** – ODSD tasks Services to develop joint concept of operations to prepare US military installations and facilities worldwide against CBRNE attack ("Wolfowitz Memo")
- **Dec 2002** – DoD Instruction 2000.18 *Installation CBRNE Emergency Response Guidelines*
- **Oct 2003** – DoD *Concept of Operations for Installation CBRNE Preparedness of U.S. Military Installations*
- **Jan 2004** – CJCSI 3435.01, *Installation Preparedness Standards for Chemical, Biological, Radiological, Nuclear, and High Yield explosive (CBRNE) Defense*

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- **Oct 2003** – DoD *Concept of Operations for Installation CBRNE Preparedness of U.S. Military Installations*
- **Nov 2003** – CJCSI 3435.01, *Installation Preparedness Standards for Chemical, Biological, Radiological, Nuclear, and High Yield explosive (CBRNE) Defense*

A Proactive Navy Effort for CBRNE Defense Preparedness

- **NAVFAC tasked by OPNAV N46 (now CNI Public Safety) to develop Emergency Management (EM) Program**
  - ***All hazards (CBRNE one element)***
  - ***Incorporate Joint CONOPS, Standards & Implementation Strategy***
  - ***Sustainment plan follows CNI "Risk Based" Investment Strategy***
- **NAVFAC developed a draft Policy Instruction (OPNAVINST 3440.17) & Program Manual (CNI Instruction 3440.xx)**
  - ***Stakeholders: OPNAV, Fleet, Regional and SYSCOM Staffs***
  - ***Follow Definitive and Authoritative Doctrine/Policy/TTPs***
  - ***Focus on existing response assets***
  - ***Integrate crisis and consequence management***
- ***BUMED is developing a companion EM instruction (BUMEDINST 3440.xx) and program guidance***

Navy Shore Installation EM Program Addresses Safety/Health Issues

Emergency Responders

- **Training & Exercises**
- **Equipment (PPE, Detection, Decontamination)**
- **Exposure Monitoring during Event**
- **Worker Medical Surveillance**

Installation Personnel

- **Medical Surveillance with Public Health Agencies**
- **Hazard Communication**
- **Risk Communication**
- **Evacuation and Sheltering Decisions**

Navy Shore Installation EM Program
Navy OSH Working Group

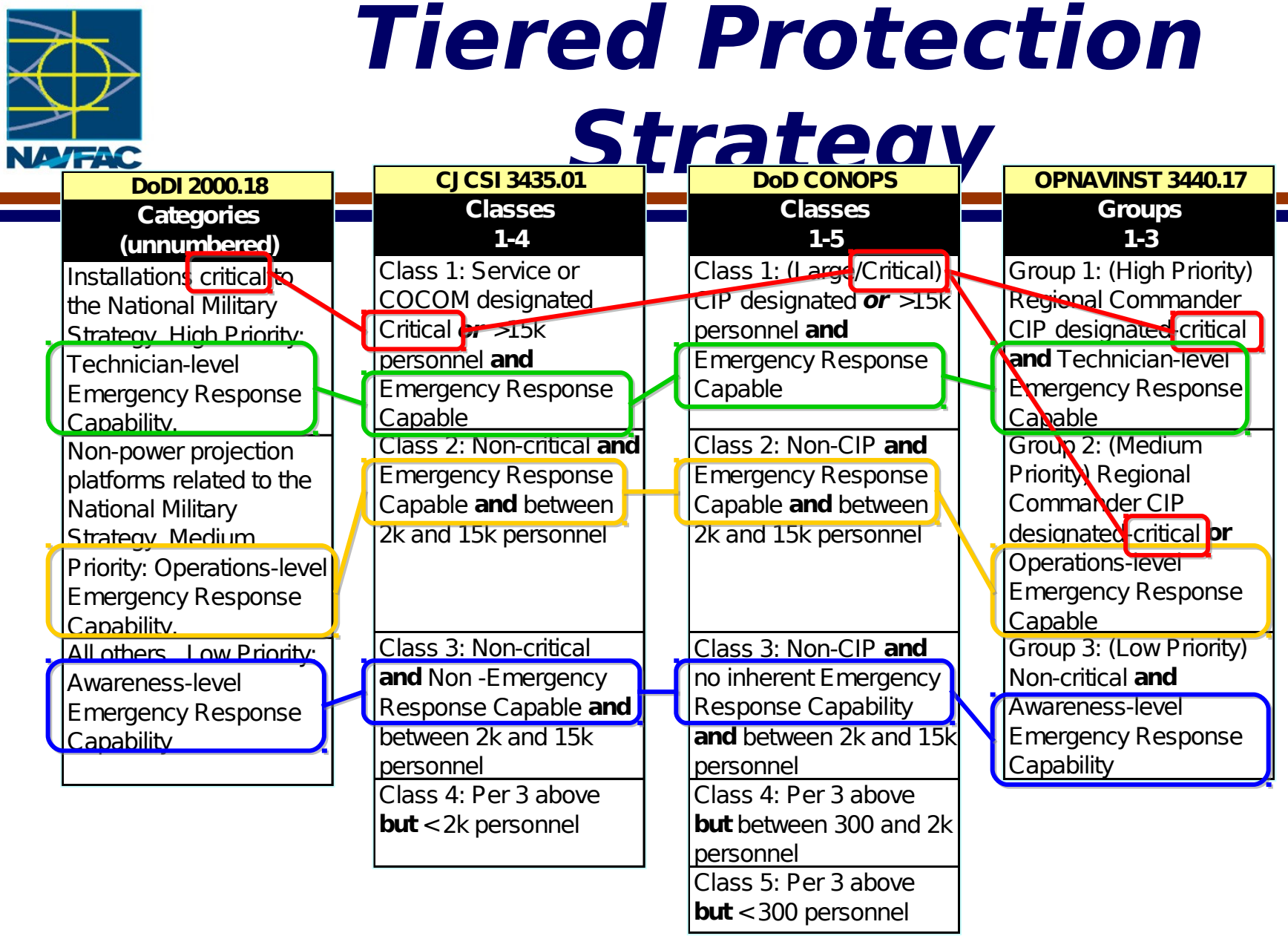
- **OPNAV 09FB2 – Joy Erdman (Chair)**
- **OPNAV N34 – CDR Roland Garipay**
- **OPNAV N931 – LCDR Kari Buchanan**
- **NEHC – CAPT Paul Gillooly, Dave Spelce, Mike Miller**
- **BUMED – Carla Treadwell, Jeff McClaflin**
- **NAVOSHENVTRACEN – CDR Don Hagen**
- **NAVSEA – Brian McCaffrey**
- **NAVFAC – Kathleen Paulson**
- **CNRSE – Dave Colburn**
- **Contractor Support – Rick Maiello**

Installation Categorization Factors

DoDI 2000.18	DoD CONOPS	CJCSI 3435.01	OPNAVINST 3440.17
•Mission Criticality	•Mission Criticality	•Mission Criticality	•Mission Criticality
•Response Capability	•Response Capability	•Response Capability	•Response Capability
	•Population Size	•Population Size	

- **Mission Criticality** – Defines "what/who to protect"
- **Response Capability** – Defines "available assets to provide protection"
- **Population Size** – Primarily impacts evacuation and sheltering planning
- DoDI 2000.18 and OPNAVINST 3440.17 recognize effects of limited resources
- CJCSI 3435.01 and DoD CONOPs provide joint standards and concepts of operation to define and employ capabilities

Tiered Protection Strategy

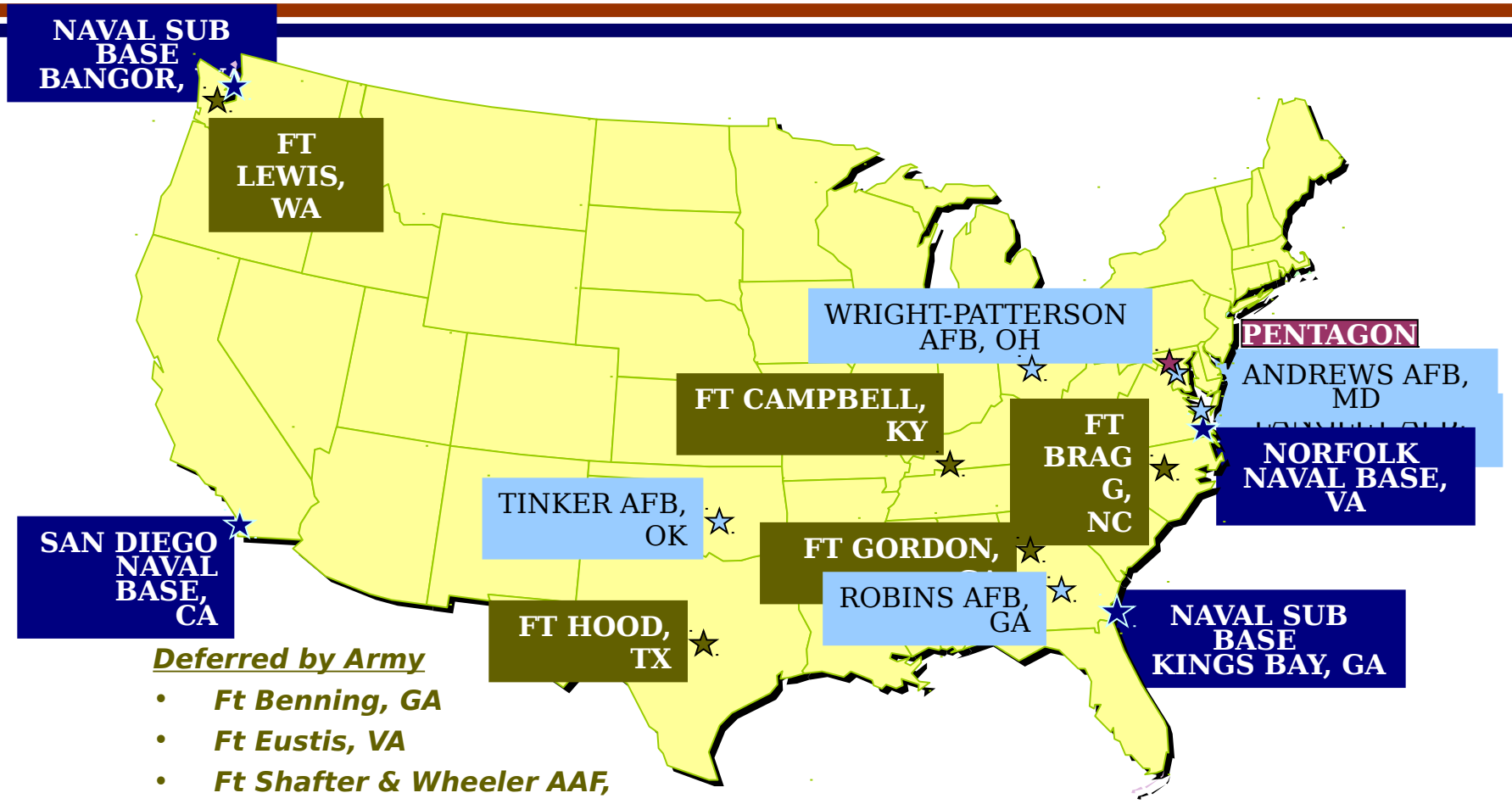

DoDI 2000.18
Categories (unnumbered)
Installations critical to the National Military Strategy. High Priority: Technician-level Emergency Response Capability.
Non-power projection platforms related to the National Military Strategy. Medium Priority: Operations-level Emergency Response Capability.
All others. Low Priority: Awareness-level Emergency Response Capability
CJ CSI 3435.01
Classes 1-4
Class 1: Service or COCOM designated Critical or >15k personnel and Emergency Response Capable
Class 2: Non-critical and Emergency Response Capable and between 2k and 15k personnel
Class 3: Non-critical and Non -Emergency Response Capable and between 2k and 15k personnel
Class 4: Per 3 above but <2k personnel
DoD CONOPS
Classes 1-5
Class 1: (Large/Critical) CIP designated or >15k personnel and Emergency Response Capable
Class 2: Non-CIP and Emergency Response Capable and between 2k and 15k personnel
Class 3: Non-CIP and no inherent Emergency Response Capability and between 2k and 15k personnel
Class 4: Per 3 above but between 300 and 2k personnel
Class 5: Per 3 above but <300 personnel
OPNAVINST 3440.17
Groups 1-3
Group 1: (High Priority) Regional Commander CIP designated critical and Technician-level Emergency Response Capable
Group 2: (Medium Priority) Regional Commander CIP designated critical or Operations-level Emergency Response Capable
Group 3: (Low Priority) Non-critical and Awareness-level Emergency Response Capability

Required Response Capabilities

Group	Priority	EM Capability	Required Response Capabilities
1	High	Technician-level Able to identify, contain, and mitigate the effects of a natural or man-made emergency including a CBRNE event. Able to conduct offensive operations within a CBRNE environment.	• Response by Fire & Emergency Services, NSF, EMS, HAZMAT, and EOD. • Access to 24/7/365 definitive medical care through established emergency department onboard MTF or Civilian Hospital. • Support by other Category 5 personnel per Regional and/or Installation EM Plan(s).
2	Medium	Operations-level Able to contain, and mitigate the effects of a natural or man-made emergency including a CBRNE event. Able to conduct defensive operations outside a CBRNE environment.	• Response by Fire & Emergency Services, NSF, and EMS. • Access to 24/7/365 definitive medical care through established emergency department MTF/BMC or Civilian Hospital or Clinic. • Support by other Category 5 personnel per Regional and/or Installation EM Plan(s).
3	Low	Awareness-level Able to recognize a natural or man-made emergency and conduct protective measures including evacuation, safe haven, shelter, and shelter-in-place.	• Response primarily by State and Local (or host nation) EM agencies and departments. • Access to State, Local, Other Service, and/or private (or host nation) response capabilities.
Notes:	1. HAZMAT teams must be capable of offensive operations in a contaminated environment IAW the standards set forth in references.		
	2. EOD signifies either military or civilian teams capable of identifying, rendering safe or neutralizing, and disposing of improvised or conventional explosive devices. Teams may or may not have additional CBRNE capabilities depending on the mission.		

- Standards IAW Enclosure 4, DoDI 2000.18

FY04 Installation CBRNE Capabilities
Joint Program Manager Guardian



Deferred by Army

- ***Ft Benning, GA***
- ***Ft Eustis, VA***
- ***Ft Shafter & Wheeler AAF, HI***
- ***Rock Island Arsenal, IL***
- ***Schofield Barracks, HI***

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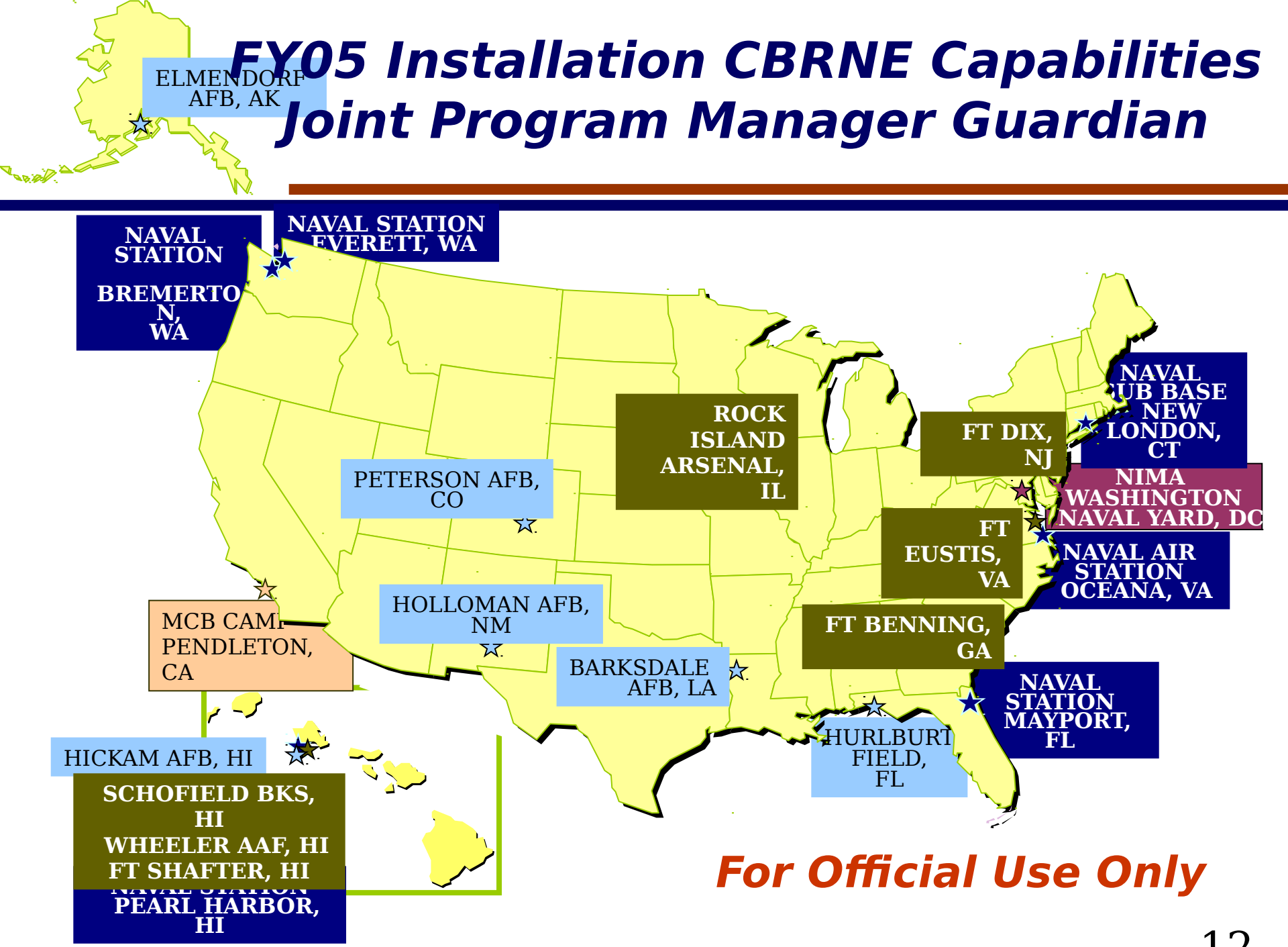
FY05 Installation CBRNE Capabilities
Joint Program Manager Guardian



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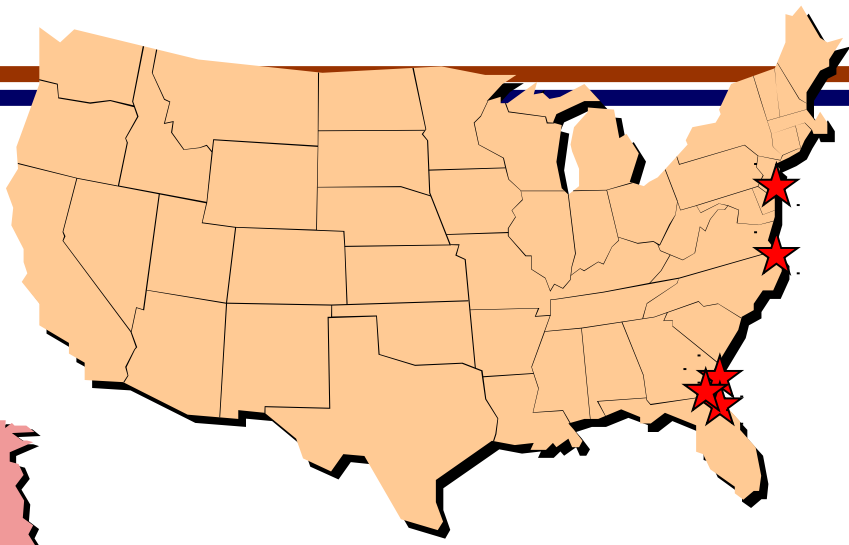
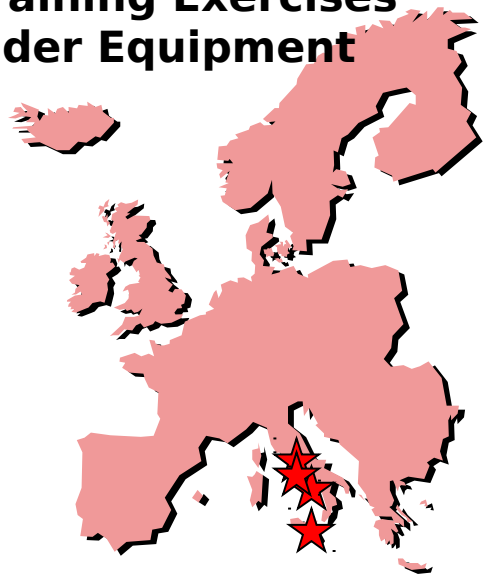
Lessons Learned: Navy First Responder Program

13 Command and Staff Workshops
13 Baseline Assessments
15 Training Programs
11 Planning Workshops
11 Chem/Bio Tabletop Exercises
11 Chemical Field Training Exercises
$3.2 M First Responder Equipment



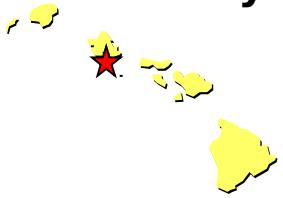
Mid Atlantic Norfolk
NWS Earle
NAS Jacksonville
NSB Kings Bay
NS Mayport
NS Guantanamo Bay

CFA Yokosuka
CFA Sasebo
NAS Atsugi



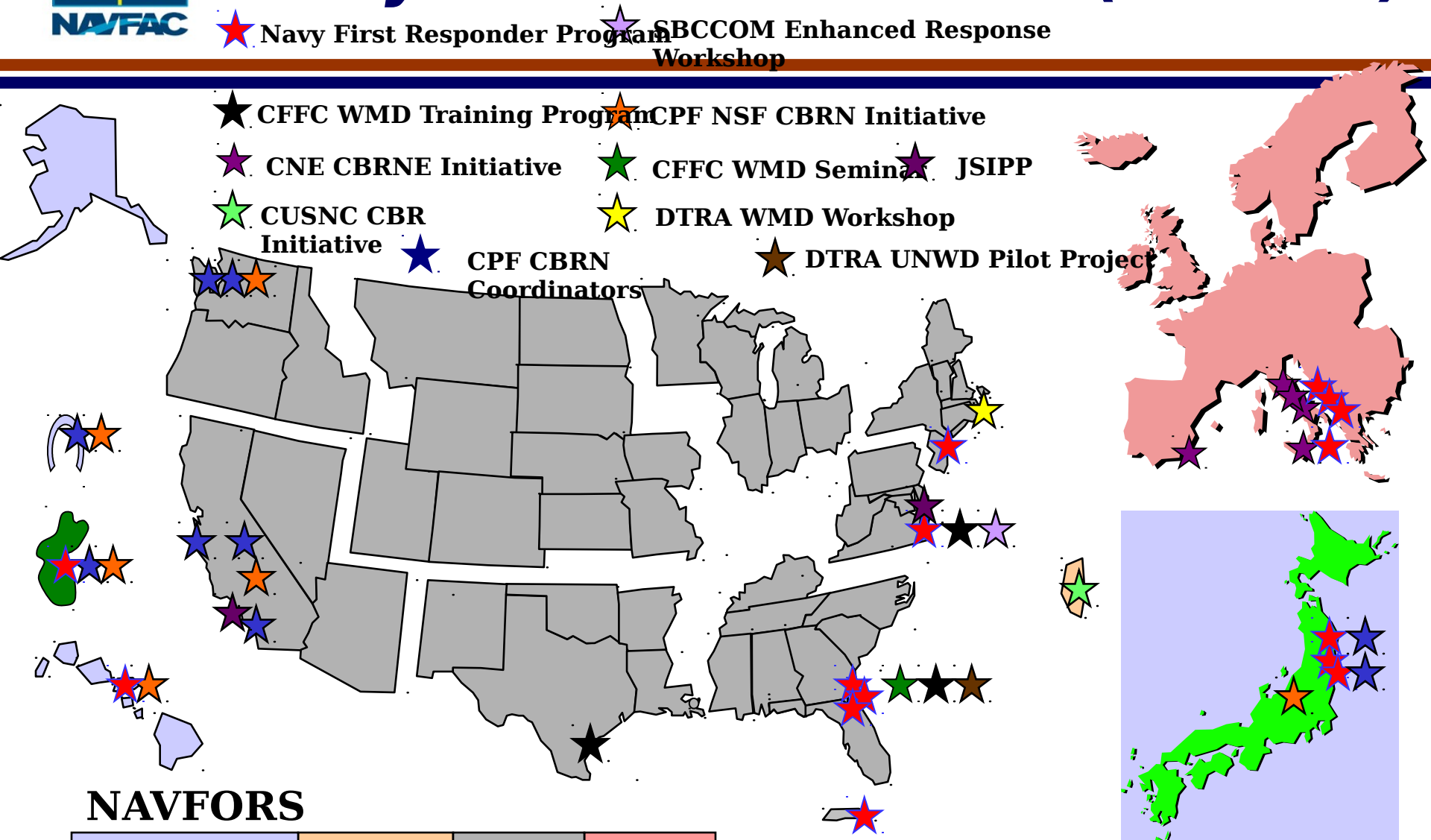
NSA Naples
NAS Sigonella
NSA La Maddalena
NSA Gaeta

NSA Souda Bay
NSA Bahrain

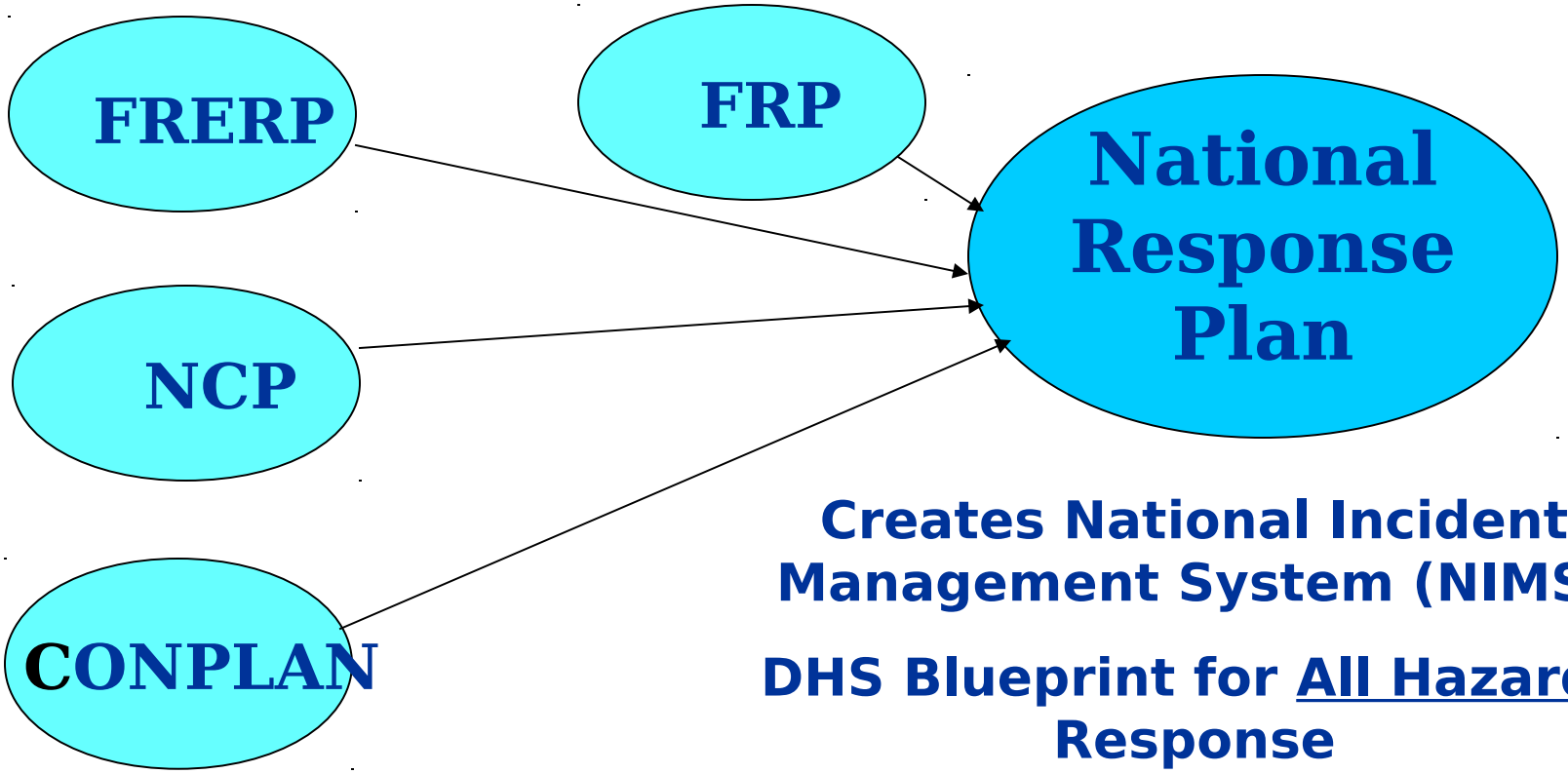


NS Pearl Harbor
NSA Guam

Lessons Learned: Navy CBRNE Initiatives (Overall)



Related National Policies for Homeland Defense and Consequence Management



Creates National Incident Management System (NIMS)

DHS Blueprint for <u>All Hazards</u> Response

NORTHCOM facilitates Military Support for Civil Support and Consequence Mgmt

DEPSECDEF Memo of 26 Jan 04

Navy Shore Installation EM Program
Who it Impacts

- **Nearly 400 Shore Installations & Facilities**
  - **Approximately 100 Installations functionally equivalent to a small City or Town, several dozen with significant industrial activities**
- **First Responders (Fire, Security, EOD, EMS)**
  - **Over 20,000 personnel**
  - **Nearly 70 fire departments, in 7 countries and 18 States/Territories**
  - **17 Shore-based EOD Detachments**
- **Emergency Responders (Medical Providers, Public Affairs, Safety, IH, Public Works, Supply/Logistics, Mortuary Affairs, Legal)**
  - **25 Major Medical Treatment Facilities, 16 Major Clinics**
- **Emergency Essential Personnel (Can be Military or Civilian)**

Navy Shore Installation EM Program Coordinates Response Elements

- **Fire / HAZMAT ****
  - Incident Commander (Overt)
  - Core Response Element
  - CBRN Downrange Survey
  - Casualty Extract & Decon
- **EOD**
  - Supports Fire/HAZMAT
  - Explosive Downrange Survey, Handling & Disposal
- **Occupational Safety & Health**
  - "Safe & Legal" Operations (incl. supporting equipment & training)
  - Risk Communication
- **Medical**
  - EMS focus
  - Receiving MTF Decon
  - Exposure Monitoring (Overt Event)
  - Medical Surveillance (Covert Event)
- **Security**
  - Supports Fire/HAZMAT
  - Perimeter & Traffic Control

** NSA Bahrain uses DP Organization

Crisis & Consequence Management Goals

- **Crisis Management Goals**
  - Define boundaries of and securing crime scene
  - Evidence preservation & collection
  - Coordination with other law enforcement agencies
  - Protect public from perpetrators
  - Attribution of crime
- **Consequence Management Goals**
  - Define extent of impact
  - Evacuate or shelter appropriate to hazard
  - Protect responders
  - Coordination with other emergency service providers
  - Casualty rescue & treatment
  - Protect public from hazards
  - Restore essential services

Naval Security Force Roles (Part 1)

During an Incident NSF will

- Maintain Installation Security
- Support NCIS & Federal Law Enforcement
- Preserve evidence
- Apprehend suspects
- Establish & maintain Inner & Outer Perimeter per I/C
- Direct Evacuation & Sheltering per I/C
- Support decontamination operations per I/C

Naval Security Force Roles (Part 2)

During a CBRN Incident NSF does NOT

- **Intentionally enter the hot zone ***
- **Perform casualty rescue operations in CBRN environment ****
- **Conduct CBRN survey & reconnaissance ****
- **Decontaminate casualties ****
- **Use PPE higher than Level C ***

**** Only EOD & HAZMAT Tech trained personnel may perform these functions***

***** Operations supervised by HAZMAT Tech trained personnel only***

Naval Security Force Training & Equipment

NSF Personnel Training Standards

- **NFPA HAZMAT Awareness Standard**
- **NFPA HAZMAT Operations Standard as needed for their tasks**

NSF Personnel CBRN Equipment

- **OSHA Level C PPE**
  - **NFPA 1994 Protective Garment**
  - **NIOSH certified CBRN Air Purifying Respirator**

NSA Bahrain has been a test bed for many of these concepts

Naval Security Force "Other Issues" (Part 1)

Overseas Installations where Combatant Commander specifically mandates use of Military CBR-D Equipment

- **MOPP Gear MAY be issued to and used by Military Personnel**

MOPP Gear Issues in Response CONOPS

- **NOT for use for protection against uncharacterized hazard except during combat operations**
- **JSLIST Protective Overgarment**
  - **CANNOT get wet; therefore not to be used in wet decontamination operations**
  - **CANNOT be exposed to liquid organic compounds**
- **Military Mask has poor performance against many Toxic**

Naval Security Force "Other Issues" (Part 2)

CBR DETECTORS

- **All CBR detectors are presumptive and NOT quantitative**
- **Chem and Bio detectors lack specificity to their target**
- **C/B detectors lack sensitivity at low levels where acute hazards exist with many agents – confirmatory testing needed to validate decisions**
- **Rad detectors have greater specificity, but are still presumptive**
- **Must be used in conjunction with other data gathering methods (intelligence, medical surveillance, other sensory data)**

THE BOTTOM LINE

In <u>non-combat operations</u> hand-held CBR detectors can only be issued to and used by HAZMAT technician trained

Navy Shore Installation EM Program Major Precepts

- **Emergency Management Program (EMP) replaces Disaster Preparedness**
- **EMP augments, does not replace, AT/FP**
- **CBRNE Defense/Preparedness is an Element of EMP**
- **Pre-planned civil-military crisis & consequence management operations will meet Federal and/or Host Nation Laws & Standards**
- **EMP defines “division of labor” (who does what, where, & when) and supporting equipment/training**
- **Flexibility to meet Combatant Commander’s theater-specific requirements and local needs**
- **Consistent with Joint Program CONOPS & Implementation Strategy**

Navy Shore Installation EM Program Major Goals

- **Apply to all Navy Installations within U.S., its possessions & territories, and overseas**
- **Focus on events and assets “within the fence line”**
- **Define OPCON & ADCON responsibilities for Regional & Installation Commanders**
- **Definitive manning, equipment, training, & exercise requirements necessary to develop a “capability”**
- **Program management & sustainment guidance**

Navy Shore Installation EM Program Schedule and Way Ahead

- **Jul 03 – Jan 04 Collect, integrate, adjudicate comments**
- **Nov 03 – Mar 04 “All-Hazards” Expansion**
- **Division of EM Document into 3 parts:**
  - **Policy Instruction (O-6 Level Draft, Mar 04)**
  - **Program Manual “Avalanche to Volcano” (O-6 Level Draft Apr 04)**
  - **Implementation Instruction (Coordinating with Joint Program)**
- **May 04 - Fleet & Regional EMP Conference (2nd of 2)**

Questions

NAVFAC EMP POC

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Questions

Website

http://www.navy-emp.battelle.org

User name: navy-emp

Password: navy-emp

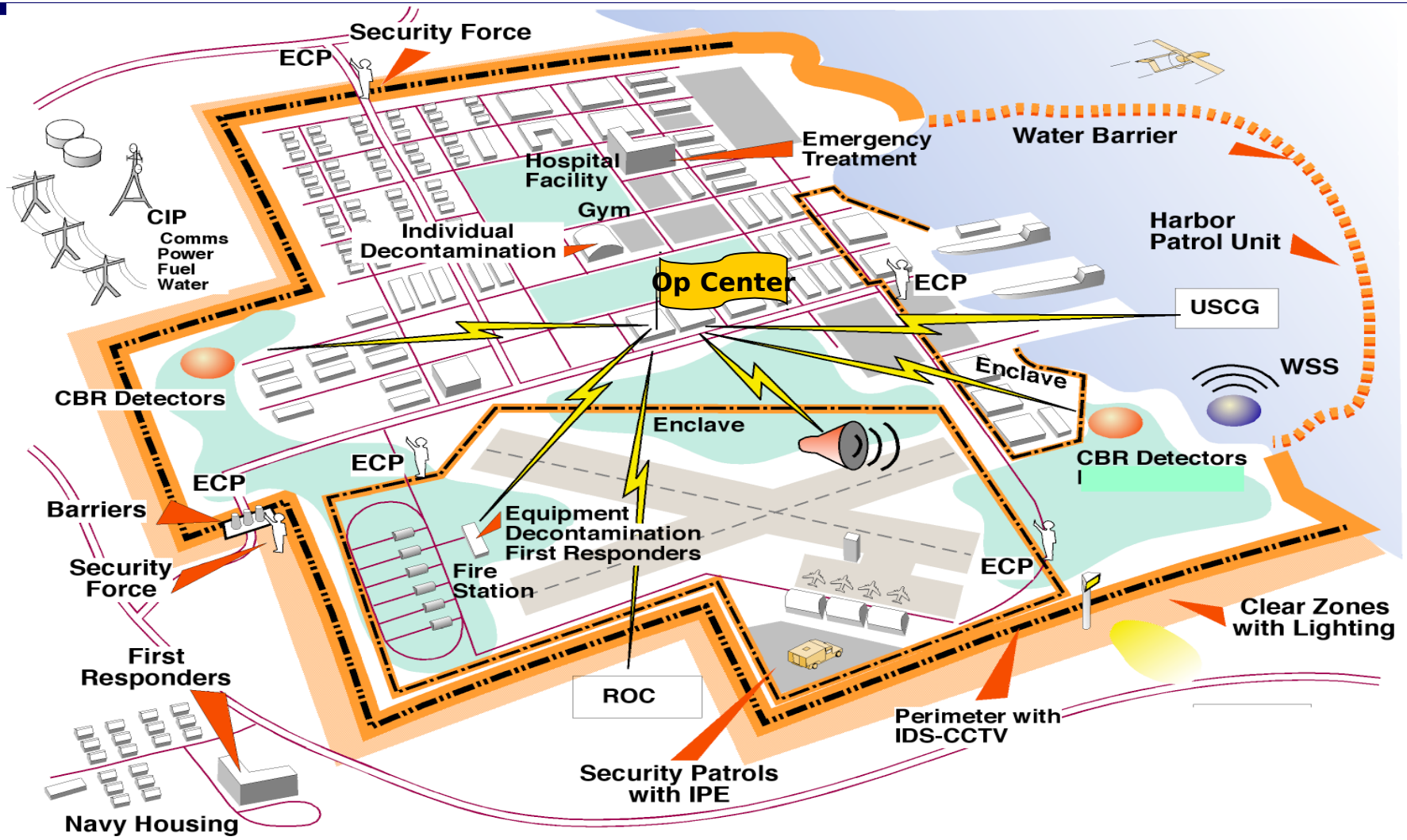
Navy Shore Installation Emergency Management Program

Backup Slides

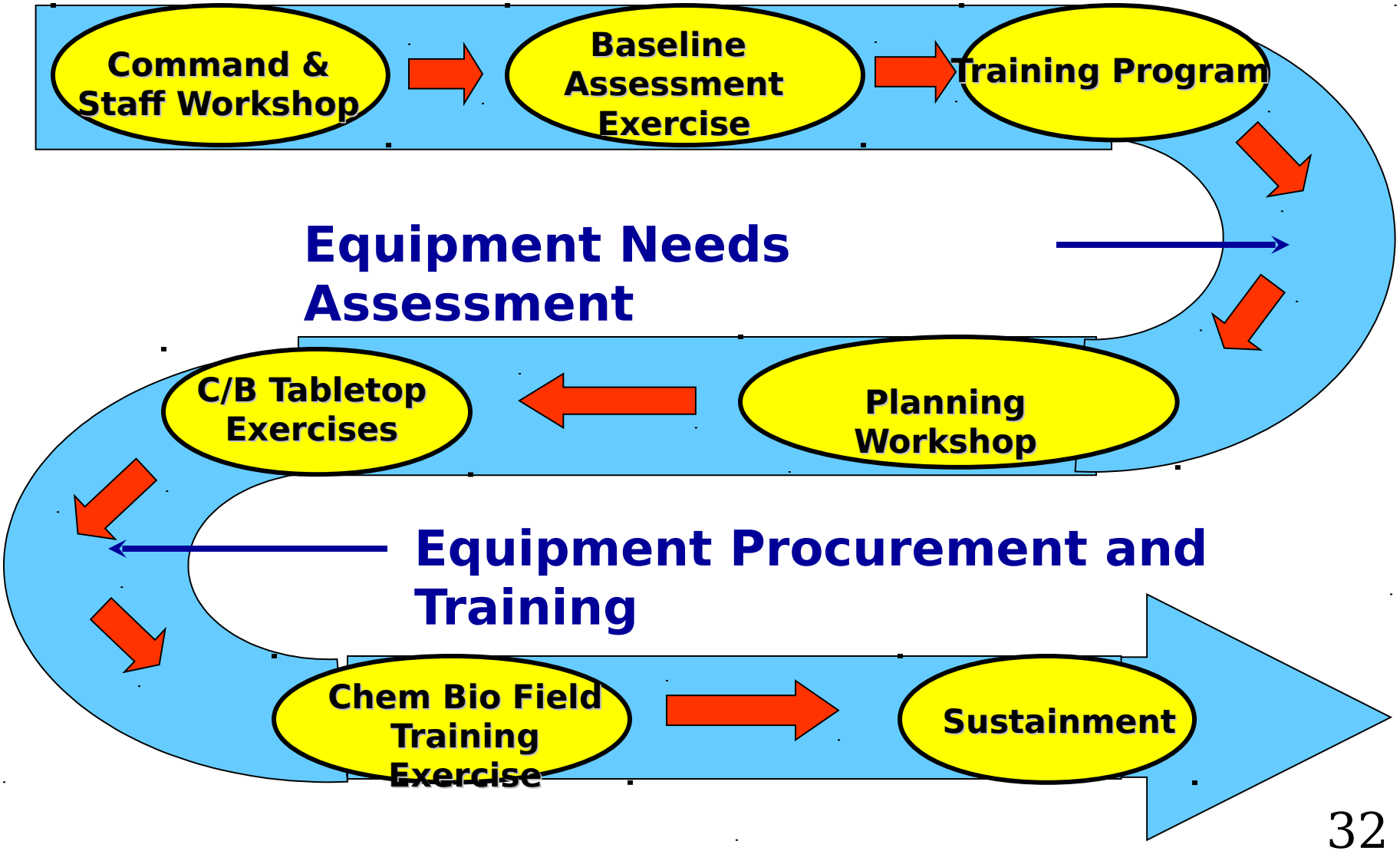
Key Civilian Standards

- **FEMA – Emergency Operations Management**
- **OSHA – HAZMAT Response Regulations**
- **NFPA – HAZMAT Response Standards**
- **EPA – Decontamination & Waste Disposal Regulations**
- **FBI – Evidence Collection & Handling Standards**
- **DOE – Nuclear/Radiological Incident Response**
- **CDC – Public Health & Laboratory Response**
- **NIOSH – Respirator/SCBA Standards**
- **JCAHO – Medical Treatment Facilities**

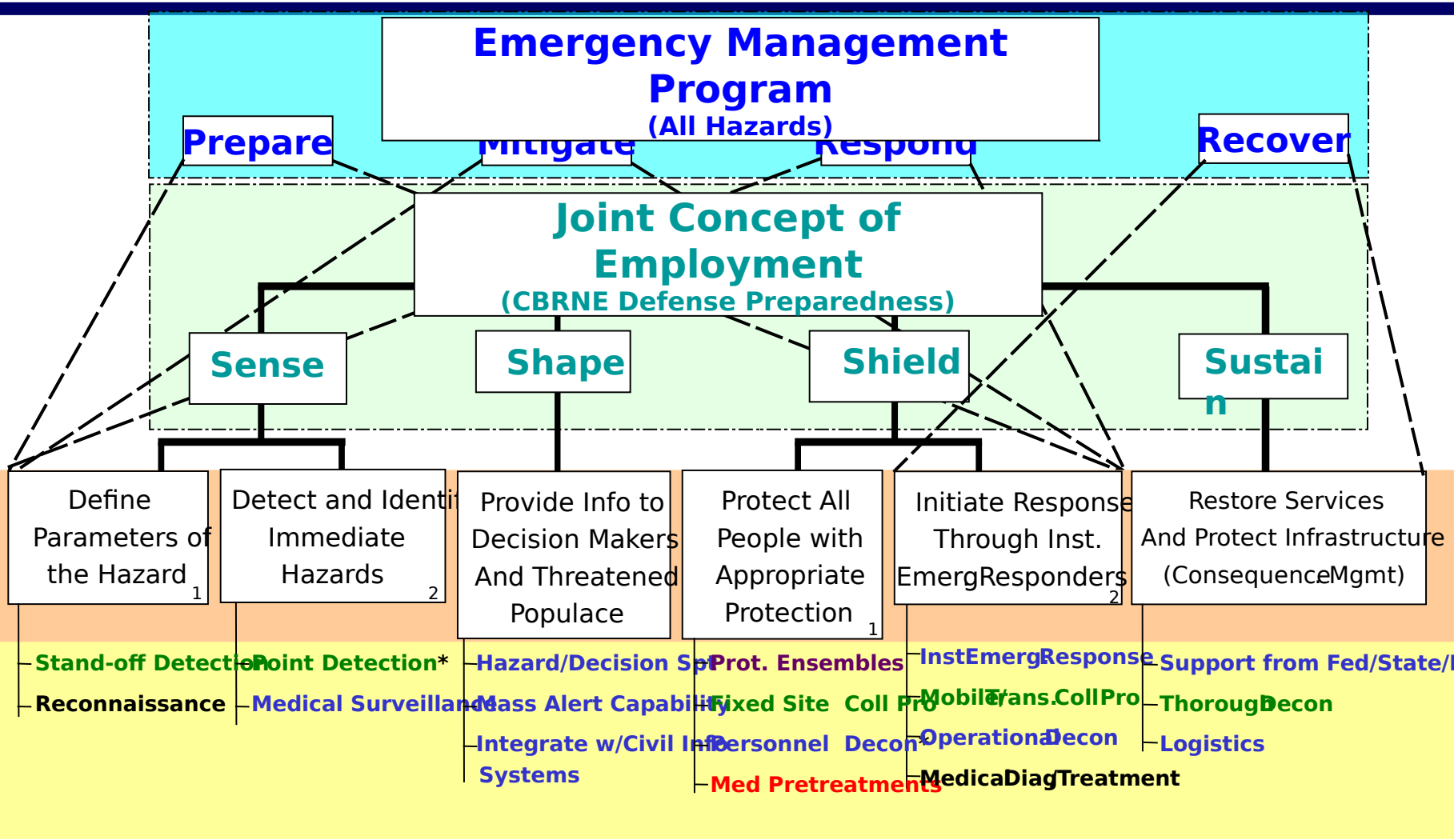
Navy Shore Installation EMP Integrates ATFP/CBRNE Ashore



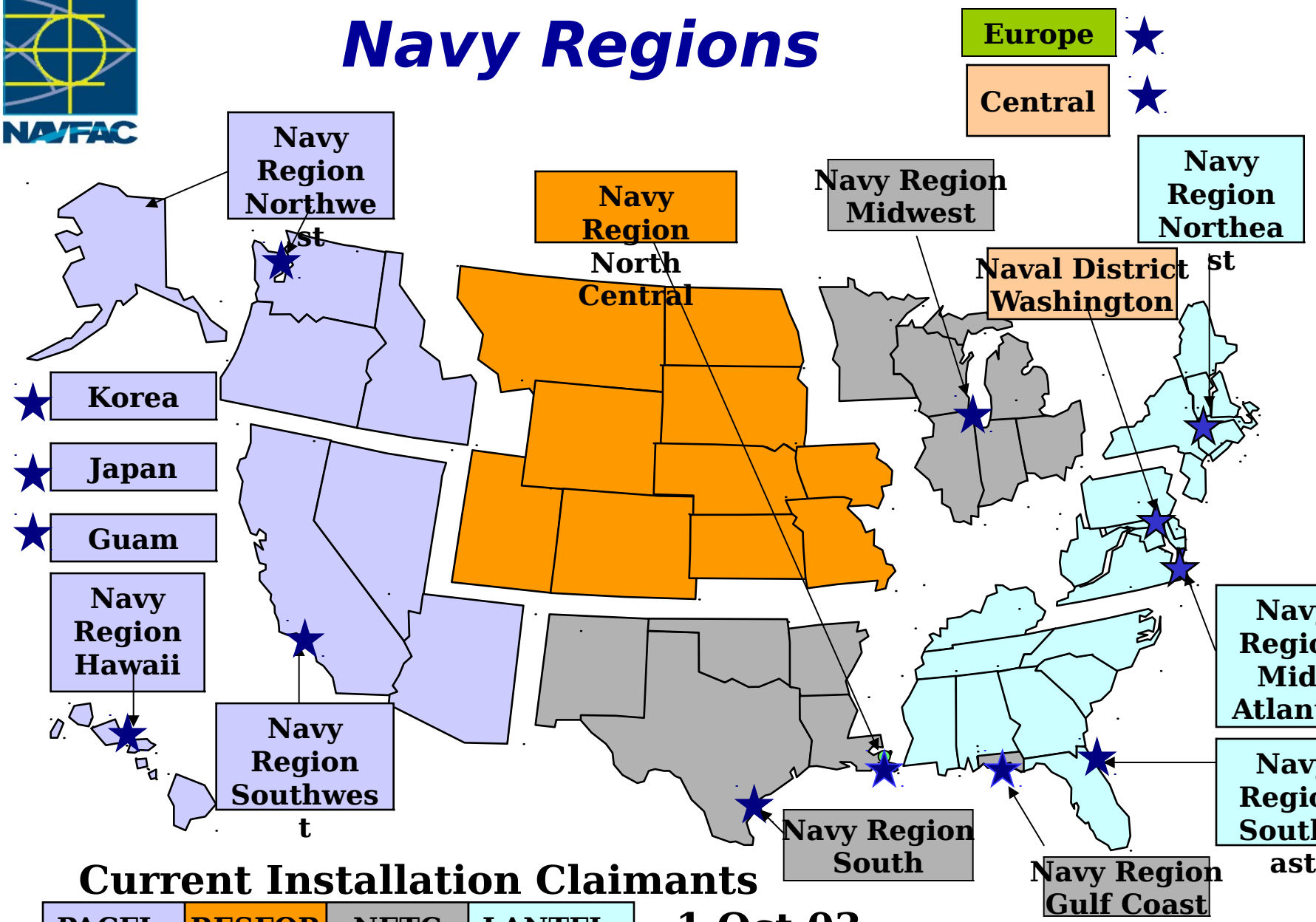
Key Foundation of Navy EMP: Navy First Responder Program



Relationship Between EMP and DoD CONOPS for CBRNE Preparedness



Navy Regions



Current Installation Claimants

PACFLT	RESFOR	NETC	LANTFLT
NAVSEA	NAVAIR	CNE	CNO

1 Oct 03 → CNI